

# *The* CONFERENCE BULLETIN

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*Photo by Bachrach*

**KATHARINE F. LENROOT**  
President, 1935

## THE CONFERENCE BULLETIN

### OF THE NATIONAL CONFERENCE OF SOCIAL WORK

82 North High Street, Columbus, Ohio

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### THE NEW INDEX

The new Cumulative Index of the first sixty volumes of the Proceedings of the National Conference of Social Work is now on the press. Due to unforeseen difficulties in the preparation of the manuscript and the final checking of all references we were not able to publish the Index as we had anticipated on June 1. However, the new date of publication is assured, namely, October 1, 1934.

The special offer whereby the members of the Conference can secure the new Index at a specially reduced price if ordered in advance of publication will hold good until the volume is published October 1. After publication, the volume will sell at \$3.00. Members may secure the volume by mailing a check for \$2.00 either to the Conference or to the University of Chicago Press, Chicago, Illinois at once. Non-members who wish to subscribe in advance of publication may secure it for \$2.50.

The new Cumulative Index will place at your disposal all of the references in the first sixty volumes of the Proceedings on any particular given subject on social work. It will, therefore, be of untold value to executives, social workers, board members, and others who wish to study the history and development of particular forms of social work. Training schools and libraries will need the Index as a reference book. In fact, we believe that the Index belongs on the desk of every thoughtful social worker and board member as one of their most important tools. Even if you do not possess a complete file of the Proceedings, and very few people do, they are accessible in practically any good library. You should order your copy now.

### PUGSLEY AWARD

The Pugsley Award for the best paper presented at the National Conference of Social Work has been divided between two nationally known social workers, both of New York: Eduard C. Lindeman, Professor of Philosophy at the New York School of Social Work, for his address, "Basic Unities of Social Work," and Miss Mary van Kleeck, Director of Industrial Studies, Russell Sage Foundation, for "Our Illusions Regarding Government."

Terms of the award give it to "the person or persons professionally employed in social work who have presented at the annual meeting of the National Conference of Social Work the paper or papers adjudged to have made the most important contribution to the subject matter of social work."

Miss van Kleeck challenged social workers to "more decisive formulation of their purposes, more aggressive action toward their attainment, and for both of these a closer association with the workers' groups." She urged them to question the assumption that government participation in relief and social welfare will solve present-day problems. She declared that human rights are not attainable without struggle, and that the standards of living of the working people should be the primary and sole concern of all branches of social work.

Mr. Lindeman laid bare the division and confusion among various fields of social work regarding their goals and methods, and declared that the profession would not find unity within itself until it found a basic unity in society. "We can have the sort of society we want, relatively," he said. "A variety of planned society is possible under American conditions which involves both collectivism and the democratic principle." He analyzed the whole field of social work, stated the basic unities underlying its different aims and methods, and pointed the way to its potential developments.

### NEW PROGRAM ORGANIZATION

The recommendations for reorganization of the Program set-up as published in the April Bulletin were unanimously adopted at the business session of the Conference in Kansas City. The Executive Committee of the Conference was empowered to establish the new organization as soon as possible. Conference members are urged to send to the Conference office any suggestions which they may have concerning subject matter to be presented under the new sections or recommendations for the organization of committees on special topics. The Program Committee as now organized will meet early in the fall. Suggestions to be considered at that meeting should reach the Conference office not later than September 10.

## A Message from the New President: -

Through four long years social workers have striven to the limit of endurance to mitigate the stark suffering of unemployment. They have interpreted to government and to the public their clients' bitter needs for relief. Many have gone from highly specialized tasks under private auspices to assume large administrative responsibilities as public officials.

Lifted by government leadership in the relief program from the bewilderment and discouragement in which social work found itself at the Philadelphia Conference, inspired by the enthusiasm for the New Deal which marked the Detroit meeting, sobered by tremendous tasks of organization and administration, social workers came to Kansas City to take stock of accomplishments and short-comings, and to plan next steps. They went home challenged by the fundamental cleavages in political and economic philosophy laid bare by some of the Conference leaders, with a deep sense of responsibility for personal choices in meeting situations in their home communities.

Social work has always had courageous leaders, whose statesmanlike grasp of human problems embraced all nations and all races. Yet in the pre-depression years, nurtured as it was largely by private effort in an urban environment, social work for the most part thought with difficulty beyond selective services in limited areas. On the whole, it was not aroused to the need for comprehensive public services, covering communities of all sizes and degrees of wealth and poverty, drawing support from areas large enough to permit cost to be apportioned according to capacity to pay, and service according to need. The emergency caught us unprepared, and relief was organized on a disaster basis by temporary administrations, frequently under lay control. Had American post-war social work, in cooperation with other groups, seriously set itself to the problem of promoting a National minimum of economic and social security, together with adequate Federal, State and local social welfare organization, the history of the past few years

might have been far different. Only a few, however, thought in the large terms of democratic social organization.

Today we must, though belatedly, face these issues. But time does not stand still. What ten years ago would have been an advanced position, now is well toward the center. Social work, it is clear, will not be satisfied with a return to the old order. The choice is between the liberal and the radical philosophy. Individually, and through professional associations, we must make choices and take positions with reference to fundamental questions of social, political and economic philosophies and their practical application to every-day life.

The great leaders of social work have been governed by unswerving dedication to the task of social justice, painstaking accumulation and fearless revelation of facts, and sound understanding of the processes of public education and social action. All these qualities of mind and character are now required of every social worker. The essence of professional service in any field is intellectual freedom and moral integrity. Preeminently these are the requisites of social work.

The National Conference of Social Work is a forum for professional discussion and a means of developing a sense of belonging to a group whose aims and purposes are fundamentally one's own. The experience of the 1934 Conference in building the program around a few central issues furnishes valuable precedents for the new structure which has been authorized. The place of the 1935 Conference will direct attention to international issues, and will afford perspective in the consideration of domestic problems. If the executive and program committees discharge their tasks well, the Montreal Conference will mirror the extent to which social workers throughout the year, in the United States and in Canada, have been thoughtful, courageous and effective in meeting the issues and discharging the responsibilities of daily life.

Katharine F. Lenroot.

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### FOUND AT KANSAS CITY

A number of articles including one navy blue georgette jacket, one pair of spectacles, and seven pairs of ladies gloves, all new, are still being held by Mr. John D. Neal, American Red Cross, 1020 McGee Street, Kansas City, Missouri. These articles were all found around Conference Headquarters during the annual meeting and were not claimed by their owners.

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### KANSAS CITY PROCEEDINGS

The volume of Proceedings of the Kansas City meeting has already started to the printer and will be available this fall. As usual, copies will be mailed directly from the publishers to all mem-

bers entitled to receive them. If your present membership does not entitle you to the Proceedings, send an additional check for \$2.00 to the Conference office before October 1.

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### MR. BOOKMAN'S ADDRESS

There is a limited supply still available of the printed copies of Mr. Bookman's address on the F. E. R. A. which were distributed at Kansas City. Conference members who were not at Kansas City or who did not receive a copy there may secure one by writing to the Conference office. They will be mailed as long as the supply lasts.



## The Kansas City Meeting

The fifth year of the depression finds the social worker with greater responsibility for the welfare of his fellow citizens than ever before in the history of the country. Those who attended the Sixty-first Conference at Kansas City will agree that the discussion there reflected a full appreciation by the social workers of the task that was theirs—a task of binding up the wounds caused by unemployment under conditions which impose almost insurmountable barriers to reasonably satisfactory standards of service to a suffering public. Everywhere the story is the same. Emergency organizations, set up to meet what was assumed to be a temporary situation, are now faced with the necessity of reorganization to carry the burden of human distress for years to come. Inadequacy of personnel, defects in procedure, make-shifts in administration, can be tolerated over the short run provided an early termination of the emergency condition is in sight. The destruction of human spirit and the loss of health and morale which have taken place in the last five years and will continue to take place for an indefinite period yet to come demand something more than first aid by hastily devised emergency stations. On this point the Conference had a clear conviction and a determination to seek improvement on every front in cities, states and the nation.

With the partnership now established between the localities, the states and the federal government in the financing and administration of relief, there is obvious need for the closest kind of planning and integration between the various governmental units concerned. Regulations, orders and changes of policies in the national and state capitols should be weighed in the light of their effect upon the municipal and county governments which must carry them out. In the last analysis it is always the local unit which carries the actual administrative burden and these local units vary widely in their needs, their methods of work and their capacity to do the things required of them. Washington has the tremendous task of feeling the pulse of every section of the country and of prescribing with that flexibility which the varying beat dictates.

Throughout the Conference the dominating thought on relief was that it should be adequate to provide a decent minimum of existence, not a hand-out to keep body and soul together. It is at this point that the social worker faces his greatest difficulty, that of securing sufficient funds to meet the ever increasing need. Relief departments live on a hand to mouth basis. They rarely know from month to month what their appropriations will be. The one sure thing is that the amount available will be inadequate. A process of negotiation between the city, the state and the federal government must take place periodically and there are no assurances as to the total sum

which can be relied upon and plans made accordingly. Some cities and states are doing their full share in providing relief funds others are relying largely, some entirely, on federal appropriations. The federal government faces the dilemma of shouldering the whole load or letting people starve in those places where the local authorities do not act, while the states that assume their responsibility and thus receive less from the federal treasury smart under a sense of injustice. The Conference was clearly of the opinion that the regularization and stabilization of the financing of relief was an immediate necessity if relief is to be assured to the country on a reasonably adequate basis.

But while all of these things and many others equally important received their proper measure of consideration, the Conference as a whole was fired, as never before, by a yearning zeal to have the social worker play a vital part in the reconstruction of society. Not relief but security for the people of America is the goal to be sought and the social worker must make his contribution to that end not only as a citizen but in his professional capacity because he knows from his daily experience, as no one else can, what a terrible human price is paid for all of the mistakes of the past. Never in my memory has a National Conference come to grips with the fundamentals of economics, industry and government as was the case at Kansas City in 1934.

As partial substitutes for relief, the Conference discussion tended in the direction of a national program of social insurance. Such a program participated in by the federal, state and local governments would provide against the hazards of unemployment whether caused by the industrial cycle, by ill health or old age. The present well established system of mothers' allowances would naturally find its place in the new scheme of things and as an integral part of the general plan. The important and indispensable thing is that the federal government shall provide leadership and direction and assume a substantial share of the financial burden. This is true not only to secure uniformity of application throughout the country and a higher minimum standard of performance which is made possible by federal pressure but in order to provide the funds necessary to support such a scheme of security in every part of the land. The states and localities have limited and frequently inflexible powers of taxation whereas the federal government has a broad base of credit and few limitations upon its powers to tax. In spite of the emergency expenditures thus far made by the federal government, mounting into the billions, it has by no means approached the end of its resources either in terms of impairing its credit or of its ability to levy and collect further taxes. The situation with regard to states and cities presents a different picture, although some local govern-

ments are in a much better financial situation than others.

But beyond relief and beyond social insurance lies the great question of steady work at a decent wage and an equitable sharing, by the people as a whole, in the material goods and the spiritual values out of the abundance available. It was this question that challenged the thought of the delegates in and out of meetings. How can we order our civilization so that industry provides a good life for the workers and government keeps as its constant aim the well being of the whole people? There was no answer to this question, and, of course, there never will be a final answer. The struggle for human betterment is age old, it transcends the structure of government, economic systems and forms of industrial organization. The struggle for power is usually a struggle for money but the substitution of authority or prestige for material goods would not alter the passion of men to seize and abuse what they desire to possess. Under whatever form of industrial and governmental organization men create for themselves there is the same necessity for ceaseless effort to curb greed and the ruthless exploitation of power, whatever its precise nature may be.

In spite of the profound difficulties in the problem, the Conference was not given over to a counsel of despair. It was challenged to consider the weakness and defects in the present order and in the efforts now being made to correct those deficiencies. There were none present to uphold the methods of the past, on the question of the need for change there was substantial unanimity. The real question was as to the nature of the changes to be sought and the method of bringing about whatever changes seem desirable. As I said at the Conference, the social worker who wishes to chart his future course must decide whether the present order can be modified, through the processes of democracy, in ways which will substantially improve the living conditions of our people, or whether a new and different order must be established to provide security and happiness for the country as a whole. If the evolutionary process can no longer be relied upon what revolutionary course is suggested and what are the assurances that it will bring the desired result rather than new evils as yet unknown. Speaking personally, I believe the American people will find a way out within the framework of our democracy.

In spite of the candor and intensity of the Conference meetings there was, with rare exceptions, a tolerance and fair mindedness which did credit to the profession of social work. Moreover there was evident among the Conference members a courageous spirit that was heartening—a willingness to face a difficult future unafraid, which was a morale builder for the whole group. We may falter here and there along the road but we are marching on with heads erect and conscience clear. Social workers have achieved a solidarity of spirit which surmounts the conflict of opinion. Under the load of tremendous responsibility which is ours now and for the indefinite future we

enter upon the era of our professional maturity in the service of mankind.

William Hodson.  
President, 1934.

### NOMINATIONS FOR 1935-36

The report of the Committee on Nominations as presented at Kansas City is as follows.

**President:** The Right Reverend Monsignor Robert F. Keegan, Executive Director, Catholic Charities, New York City.

**First Vice-President:** Sophonisba P. Breckinridge, Professor, Graduate School of Social Service Administration, University of Chicago, Chicago, Illinois.

**Second Vice-President:** Charlotte Whitton, Executive Secretary, Canadian Council of Child Welfare, Ottawa, Canada.

**Third Vice-President:** Margaret Reeves, Director, State Bureau of Child Welfare, Santa Fe, New Mexico.

The following members of the National Conference of Social Work were nominated for the Executive Committee. (Seven to be elected.)

Frank Bane, Director, American Public Welfare Association, Chicago, Illinois.

Howard S. Braucher, Secretary, National Recreation Association, New York City.

Josephine C. Brown, Administrative Assistant, Federal Emergency Relief Administration, Washington, D. C.

Elsa Castendyke, Executive Secretary, Washburn Children's Home Society, Minneapolis, Minnesota.

Michael M. Davis, Director of Medical Services, Julius Rosenwald Fund, Chicago, Illinois.

Harry Greenstein, Director, Federal Emergency Relief, Baltimore, Maryland.

Peter Kasius, General Manager, Provident Association, St. Louis, Missouri.

Jacob Kepecs, Director, Jewish Home Finding Society, Chicago, Illinois.

Leila Kinney, School of Public Welfare Administration, Political Science Department, University of Cincinnati, Cincinnati, Ohio.

The Reverend Thomas O'Dwyer, Director of Catholic Charities, Los Angeles, California.

Gay B. Shepperson, Secretary, State Department of Public Welfare, Atlanta, Georgia.

Elwood Street, Director of Public Welfare, District of Columbia, Washington, D. C.

Ina Tyler, Field Representative, Extension Division, State University of Iowa, Iowa City, Iowa.

Walter West, Executive Secretary, American Association of Social Workers, New York City.

To fill the terms expiring in 1936, the Nominating Committee submits the following names: (Two to be elected.)

Joanna C. Colcord, Director, Charity Organization Department, Russell Sage Foundation, New York City.

Fred C. Croxton, Columbus, Ohio.

Justin Miller, Dean of the College of Law, Duke University, Durham, North Carolina.

W. Frank Persons, Director, United States Employment Service, Department of Labor, Washington, D. C.

Under the Constitution and By-Laws, nominations by petition may be presented at the Conference Office until December 31, 1934. The official ballot will be mailed to all Conference members eligible to vote or who may become eligible to vote by payment of membership dues, about April 1, 1935. It should be noted that nominations have been made to take care of the increased membership of the Executive Committee as voted at Kansas City.



## Summary - The Sixty-First Annual Meeting - National Conference of Social Work

From a realistic view of the changes of the past few years to a hopeful and challenging look into the future, the general sessions disclosed wide vistas. A gracious welcome on Sunday night by R. J. Clark, President of the Kansas City Council of Social Agencies, opened all doors to the conference on its second visit to the city.

William Hodson, president of the Conference, flew from his crowded desk as New York City's Commissioner of Public Welfare to address the first session and to point the way to the rich store of information offered by the week's program.

The story of the Federal Relief Administration, "the greatest organized effort ever made by this country in times of peace to relieve nation-wide distress," was told in authentic detail by C. M. Bookman, Executive Secretary of the Community Chest and Council of Social Agencies, Cincinnati, and some time special assistant to the FERA. After disclosing the unparalleled extent and duration of the present depression, he reviewed briefly the relief trends of the past forty years; our slow progress in preparedness, changes in methods of community organization, changes in technique, development of work relief and of public works, and changing philosophy of public relief. Then followed a clear-cut picture of the problems faced by the FERA and the steps taken thus far to solve the problems. He told how unemployment relief had been made a function of public welfare departments, how a national program for transients had been established, how work relief had been set up to include such specialized activities as educational relief (putting unemployed teachers to work) and women's work, how the drought of 1934 had necessitated development of special drought relief, how self-help associations were fostered within limitations, how surplus products were distributed to supplement regular relief allowances. The story of the CWA was recorded as an experiment which yielded, both in its failures and in its successes, fruits for study.

Mr. Bookman urged for the near future a new and modernized system of relief for the country, beginning with the federal government in a carefully organized federal department of welfare, which would operate through an efficient system of state welfare departments and through them, county departments set up on an entirely new basis.

"We are still thinking of relief in terms of a few months' emergency," he concluded. "The time has come to plan in terms of a reasonably adequate standard of relief for the unemployed and not on the basis of making an appropriation last over a stated period of time. To say that

no one will be permitted to starve is no longer an ethically sound nor a socially safe program of relief."

### Monday Night

When Rexford G. Tugwell, Assistant Secretary of Agriculture, rose on Monday evening in Convention Hall to speak on "Relief and Reconstruction," he faced a large audience of local citizens as well as of Conference members. Social workers who have tried for years to stress preventive measures may have been a trifle nonplussed by his earnest plea that "as they go about their daily business of succoring the needy they devote their thoughts, at least, to the larger problems of rehabilitation." One result of the laissez-faire system has been, he said, that on the whole "our social service work is still a handout on the giving end and an insufficient dole on the receiving end."

Fallacies vigorously attacked by Dr. Tugwell were the belief that if we take care of the immediate emergency the future will take care of itself; and that if the wheels of commerce and industry, as now organized, can be set going full tilt all our worries will be over, regardless of the millions of workers who can not be reabsorbed by the present industrial system. Those who take comfort in such beliefs fail, he said, to recognize "the human deterioration which has been going on with increasing speed among the unemployed. With the fatal consequences to the bodies and souls of people which result from a prolonged social and economic catastrophe, the mere salvaging of the producing and distributing process may have little meaning for a dangerously large number of our people. This proportion is so considerable as to threaten the social decomposition of our entire civilization."

"We stand face to face with a clear choice and all of us have to take sides. Either we are to have a closed system or an open one. Either we are to permit industry to manage its affairs so that workers and farmers suffer continual small disadvantages and periodic great ones; or we are going to see to it that industry is so managed as to provide continuous employment for all and to distribute purchasing power which will enable the public to buy its goods."

"What is demanded of us in America today is the making over of the institutions controlled by and operated for the benefit of the few so that regardless of their control they shall be operated for the benefit of the many."

### Tuesday Evening

"Taxation and Its Relation to Social Work" was the subject of a vigorous address by Herbert D.

Simpson, Professor of Economics, Northwestern University, which because of the author's illness was read by Mr. Hodson on Tuesday evening. Professor Simpson's scornful finger poked holes in the present fabric of taxation, including many current measures adopted for emergency relief. He attacked both the property tax and the general sales tax for relief purposes, and regretted that "much harm has been done through the support of hasty, unwise, and vicious tax legislation by the representatives of social work, under the pressure of emergency needs. Our statute books are cluttered up with a mass of haphazard, half-baked, indiscriminate tax legislation that it may take twenty years to get rid of."

"There is no question about the adequacy of our resources," he continued, "to carry on whatever amount of social work it may be deemed wise and helpful to have. But all emergency relief and social work specifically associated with periods of depression ought not to be financed out of taxation of any kind, but out of public credit. If such work is to be financed by taxation at all, it should be by income, inheritance, and luxury taxes or some form of taxation that represents a surplus of income and resources above the necessities of life. It is a matter of elementary common sense that when we levy taxes for the relief of the unemployed we should at least levy them on those who for the time being are employed in some kind of a job with some kind of an income."

#### Wednesday Evening

The Conference Dinner on Wednesday night, with a capacity attendance of 2100, was held in honor of social workers in public service—federal, state and local. The medal of the conference was presented to "Uncle Alec" Johnson, beloved general consultant and patriarch of the gathering: As representative of social work at the Pan-American Conference in Montevideo, Sophonisba P. Breckinridge was given an enormous basket of flowers which she gracefully passed at once to Uncle Alec. Greetings were sent to Jane Addams and to Graham Taylor.

The appreciative tribute paid to public social workers by the Reverend F. M. Eliot, Unity Church, St. Paul, pointed to two "dramatic examples" in the persons of Mr. Hodson and Harry L. Hopkins, Federal Relief Administrator. Such leaders drafted from the profession of social work are demonstrating, Mr. Eliot declared, "that it is possible under tremendous pressure, with astounding rapidity, to build up a body of well trained, efficient, thoroughly honest public servants and for the first time on any large scale in this country a tradition of that sort of public service is actually being created."

Mr. Hopkins, responding briefly for social workers in the public service, said that those who have any responsibility in government today intend to treat the present situation as an emergency and to provide relief, so far as lies within their capacity, on an adequate basis.

"But I know of no one," he added, "identified with this enterprise in any way, who does not believe that millions and millions of people are going to demand benefits from society for years to come, and we would be betraying your trust in us if we were not thinking of a plan which would give these people the kind of security forever that they deserve. The great need for private charities will continue no matter what the government does. But in any plan for social security we must look forward to support by the government—local, state and federal—to discharge the social obligation that shall be paid for by a tax on all the people."

#### Friday Evening

Prediction of a stable and middle-aged world fifty years from now, with a different set of problems, was made Friday evening by Warren S. Thompson, Director of the Scripps Foundation for Research in Population Problems, Oxford, Ohio, who illustrated his address with charts and tables. The declining birth rate and practical cessation of immigration, with consequent slowing up of population growth, are likely to make our people much more stable than in the past, he declared. There will be less mushroom development in new communities and fewer people moving into large cities. Land values in cities are practically certain to remain deflated or to be still more deflated, since city properties are now priced with an eye to future growth. Better housing and other improvements which depend in part on the cost of land will be easier to attain.

"Social workers will probably find fewer dependent and delinquent children to care for in the future," Dr. Thompson prophesied, "but many more old people will be a charge on the community. In 1980 our population aged over 65 will be almost three times as great as it now is, and about one-fourth of our total population will be between the ages of 45 and 64. Small families will mean fewer children to share the support of dependent parents, who will also find fewer opportunities for self-help in the industrialized and urbanized communities. The conservative traits, the ailments, and the financial problems of an elderly people will form a larger part of the social picture."

#### Saturday Luncheon

A fearless advance into the future with all its promises and its problems was outlined at the final luncheon on Saturday by the Right Reverend Monsignor Robert F. Keegan, Executive Director of the Catholic Charities of New York City. After a rapid review of the steps by which social work has improved living conditions in the past 50 years he looked into the years ahead through his challenging caption, "Social Work Maches On."

"It may well be," he declared, "that some future historian seeking the social philosophy of these days will record that America had been taught so to treasure her men and her families that she was willing even to mortgage the future for



their preservation. Social work has stood the test. It has kept the faith. It has fought a good fight for intelligent, humane care for the needy. It has diffused throughout our entire people an active recognition of social responsibility for the destitute and the handicapped. Where it has failed, the failure stands as an indictment against those too blind to see. It shall continue to march forward and to fulfill its sacred mission if its leaders, as exemplified by this Conference, possess the courage, the spirit, and the pioneering boldness needed by those who would participate in the creation of a new and better social order."

### SECTIONS — MONDAY

The administration of emergency relief formed the central theme of the three section meetings held Monday morning. An analysis of the federal program of relief to families and transients was presented by Joanna C. Colcord, Director, Charity Organization Department, Russell Sage Foundation, in the form of a report and recommendations of the Committee on Current Relief Program, Division of Government and Social Work of the American Association of Social Workers.

The report urged provision by the Federal Government of a work program broad enough and diversified enough to provide reasonably suitable jobs at all times for all employable people who can not find employment and who are unable to maintain themselves otherwise. "The committee acknowledged that it foresaw a future in which large numbers of people are going to be quite permanently barred from participation in the ordinary processes of industry; in which the chance to work at all will be a precious opportunity, eagerly sought after; and in which the agencies of government will have to exercise imagination and ingenuity as never before to develop worthwhile tasks in the public service to use the powers which the machine has usurped.

Recommendations included "hours and wages so adjusted in compliance with NRA standards, as to produce cash earnings which will provide a minimum subsistence without supplementary home relief; more active stimulation of the giving of home relief in cash, and inclusion in the budget of a normal allowance for rent; further discussion of the proposal to divorce the administration of relief work from the provision of home relief by placing it under a separate division of government"; and numerous changes in the announced policies of the Work Division.

The maintenance of physical and mental health formed the subject of a second section meeting at which Kendall Emerson, M. D., Director of the National Tuberculosis Association, presented a report based on the findings of ten health authorities. The depression is having a profound effect, he said, on both the donors and the recipients of health services: on the physicians, nurses, dentists, medical social workers, and the public health service, as donors; and on the general pub-

lic, as receivers. The hysteria induced by the bogey of state medicine is passing, however, and private physicians are thinking their way out of their dilemma. Economies in public health departments have often been a calamity, but in some cases have forced a commendable examination and weighing of the values of existing services. The fact that 600 idle nurses were employed by the CWA for bedside care of the unemployed marked a milestone in nursing history, for it opened the eyes of a whole new segment of the population to the value of nursing service.

On the receiving end, Dr. Emerson pointed to the army of transients as a real threat to the health of the country, as accumulators and distributors of infectious diseases. Only the federal government, he said, is equipped to deal with them. Untreated cases of venereal diseases are increasing while social hygiene activities are reduced. The gravest peril of all lies in the field of mental hygiene, with many elements born of the depression combining to raise ominous forebodings for the mental stability of the coming generation. Tuberculosis is an increasing threat to the millions now living on a subsistence or less-than-subsistence level.

"We are on the eve of a federal health program," Dr. Emerson declared. "I am inclined to believe that health insurance is the real answer to our request for a national health plan."

The New and Changing Relations of Local, State and Federal Governments formed the subject of a discussion meeting largely attended by public welfare officials and led to the following conclusions by Frank Bane, Director of the American Public Welfare Association:

"Three things we surely have learned out of the rapid changes of the past four years: 1. That the field of regulation must be as broad as the field of exploitation. 2. That the area of control must be as wide as the area of crime and disease. 3. That the realm of care, cure, and prevention must be as extensive and far-flung as the forces of misery. We are learning that our federal government must be a service organization; that states must extend their activities, and that there are many things which cannot be done by ourselves alone or with the help of our township, county, or municipal government."

### SECTIONS — TUESDAY

Tuesday's section meetings were devoted to the administration of emergency relief from the local point of view. "What Is Adequate Relief?" was the subject of a panel discussion led by Kenneth L. M. Pray, substituting for Dorothy C. Kahn. Recognizing that even adequate relief was no recipe for adequate living and no substitute for employment, the discussants came to the conclusions that (a) adequate relief means food, clothing, shelter, protection of health and care in illness, and above all the conservation of self-respect which keeps people employable; (b) individual needs determine what is adequate in indi-



vidual cases; (c) real savings for the future may involve larger outlays now of which the community should be informed; (d) rent should be a part of every budget; (e) work relief is better than cash or kind but is no substitute for a regular job.

"The Problems of Re-employment," faced by another section, compelled a realistic view of future employment prospects. No more than one-half the persons now unemployed can be absorbed even if we return to the production levels of 1929 in the manufacturing and non-manufacturing industries, according to figures presented by Isador Lubin, U. S. Commissioner of Labor Statistics. The remaining unemployed are concentrated among former wage earners in building construction, farming, and professional and domestic services, tenant farmers, and small business men. Hope for expansion lies in the professions having to do with our undeveloped facilities for health, education, and recreation, but since these services do not lend themselves to the profit motive they would have to be financed by the government, from the profits of industry and through inheritance taxes.

The stranded unemployed can be re-adjusted to industry, said M. R. Trabue, Director of the Bureau of Educational Research, Chapel Hill, N. C., only by recognizing their individual differences and capacities, and by taking account of the trends in occupations that interest them. The production of material things will probably become much less important in the new industrial program, he prophesied, while the satisfaction of fundamental human needs will become more important.

As Director of the U. S. Employment Service, W. Frank Persons followed with a description of three research projects on which the service is now engaged, all designed to bring together a more detailed knowledge of job classifications, occupational standards, and specialized employment services.

Aubrey Williams spoke for the FERA in its relation to state relief administrations. Describing difficulties of securing local boards and policies not colored by politics, and of overcoming ancient ideas of adequate relief as something below the level of the poorest wage-earner, he urged a willingness to experiment and innovate in order to work out something better.

Walter Pettit, speaking on "The City Program of Relief," warned that unless policies of decentralizing state relief administrations are gradually adopted, local responsibility and participation later will be hard to secure. Cities, he said, may be pauperized like families and lose interest in forming policies. He called for the use of more imagination in developing work relief projects and for care in safeguarding them against degenerating into the work test of the old poor laws.

In the country, as Mary Irene Atkinson described a typical rural family, the problem is

not such much unemployment as exhaustion of natural resources; over-supply and under-consumption, with the economic disorder of the industrial world and of international trade creating a backwash of despair in the peaceful green valleys. Rural relief, desperately needed though not always so obviously needed as in cities, must take root in the countryside and can flourish only with more active local participation. Social workers for rural areas should have more generalized training, and should be connected with centralized welfare units.

## SECTIONS — WEDNESDAY

Special relief problems of special groups, to whom wholesale methods need retail adaptation, were presented in a meeting devoted to a consideration of three: the Negro, the foreign-born, and the unattached woman. Forrester B. Washington, Director of Negro Work with the FERA, gave a masterly analysis of the status of the Negro during the depression. Last to be hired and first to be fired, the Negro "bulks on the relief rolls all out of proportion to his numbers in the general population." His has been the longest depression. In spite of FERA policies against any race discrimination, he declared, the average local community does discriminate in matters of work against the skilled or white-collar worker. The disproportionate numbers of Negroes are found on direct relief and on the unskilled phases of work relief. Discouraged and defeated, Negroes are changing their religion, their politics, their race, in an attempt to escape from the double burden of the depression.

He urged four remedial measures: (1) realization by private industrial executives that they are committing a civic blunder in throwing the support of Negro labor on the relief arm of the federal government; (2) preservation of the stability and morale of Negro labor, by fitting the Negro into the work program of the FERA; (3) extension to Negroes of the FERA program of self-help; (4) removal of bars to Negro membership in crafts unions or equal treatment with their members in any governmental employment project.

For the foreign-born Edith Terry Bremer, told of their bewilderment at the change from a land of abundant work to a land of no work for them; of discriminations and difficulties in the way of naturalization for those who are poor or ignorant or far from the large cities. Here, too, mass relief must be shaped to the special need.

Mary Gillette Moon, Director of Women's Work, Illinois Emergency Relief Commission, presented an appealing picture of the unattached woman whose hard-won independence is being shattered and with it the whole security of her future. Resentful, bitter, desperate, harder to deal with than almost any other group not only because they are hungry and tired but because their very personalities have been invaded, these women

need to be treated as individuals. Relief, medical and psychiatric treatment, training and re-training for work, are all called for and in most instances within reach once their problem has been grasped in all its implications.

"The New Leisure and the Field of Social Work" formed the subject of Dr. Jesse F. Steiner, Professor of Sociology, University of Washington. He described America as a nation which had played only since 1920 and still had little idea of what a well-balanced recreational program meant. He reminded his hearers that juvenile delinquency often originates in the thwarted play-life of childhood; that properly directed play has a decided value in building good character; that the mere physical safety of children demands adequate play spaces where they can be removed from the hazards of congested streets, and that recreation has an important influence on health and personality. Dr. Steiner recommended the doubling of municipal park acreage, provision for year round play, development of games which can be played in smaller spaces, and greater emphasis on facilities for neighborhood recreation.

On the lively topic, "The Relative Responsibility of Public and Private Social Work," a thought-provoking address was made by Kenneth L. M. Pray, Director of the Philadelphia School of Social and Health Work. He saw no natural monopoly by either public or private auspices, he declared, of any field of social endeavor, but believed that the two contributed complementary elements. Areas of cooperation and supplementation, but not of responsibility, should be marked out. He foresaw continued development in parallel lines, with exchange of experience and leadership, as the most fruitful course to follow. Public departments have usually assumed responsibility—whether for delinquency, mental disease, or relief—from the fear motive; state intervention has been slow, reluctant, negative, and regulative in character. American society is "permeated by a concept of democratic life that nurtured, rather than suppressed, individual group initiative."

Lay participation in social work was presented from three points of view at another section meeting. Mrs. John Pratt, New Orleans, President of the Association of Junior Leagues of America, spoke for the volunteer who often, she admitted, has been "a tremendous handicap to those busy professionals who have organized and guided our social programs." She expressed the hope that wherever volunteer enthusiasm and energy were concentrated on a specific point an attempt would be made to relate this specialized activity to the community situation as it exists and to develop a critical understanding of the whole social structure. Perhaps the finest contribution the lay worker can make, she suggested, is the creation of an intelligent public opinion.

For the private social agency Virginia Howlett, Milwaukee, declared that it was impossible to operate in a vacuum; that social workers are lost unless their professional understanding reaches out

beyond their clients and includes their community as well. The volunteer, whether on the board or a committee or on the staff, is invaluable in filling in this gap. She is not so much an end in herself as a channel for the interflow of social opinion.

Dr. Hertha Kraus of the Family Welfare Association of America drew upon her experience with German public welfare organizations as well as her American observations to advocate greater development of volunteer service in connection with governmental bodies. Not only do the volunteers but also their families and friends become an intelligent constituency ready to act as a defense group, if occasion arises, ready to help support through taxes or voluntary contributions the public agency of which they are a part, and the work of the private agencies which they feel essential to a well-rounded community program. More than that, they develop a feeling of community responsibility and social approach beyond the immediate necessities of organized social work.

#### SECTIONS—FRIDAY

Digging down for fundamentals, the Friday section meetings were centered around "The Contribution of Social Work to Social Justice." Here Paul Douglas, Professor of Economics, University of Chicago, defined the concept of social justice in the light of today by setting up eight principles in a new people's Bill of Rights. He declared that man has a right to be treated as an end, to be well born, to have health, knowledge, relative security, more even distribution of wealth and income, more even distribution of power, and the right to privacy and differentiation. No political or economic system, he asserted, should ever be considered more important than man himself; systems are means, men are ends. "Since property is power, the concentration of property and of the social surplus has brought an increasing control over the thoughts and acts of man. If we are to return to the vigor of the early days of our republic, we must break the domination of this group over the life of our nation and make it possible for men to assert their freedom without sacrificing their bread. I believe the path to freedom lies through a greater degree of group association."

Mollie Ray Carroll, Director of the University of Chicago Settlement, presented the subject of social insurance to another meeting. Hers was a thorough-going analysis of various plans of social insurance and a plea not to consider any of them a panacea. Unemployment insurance, for instance, which is based upon the employees' contributions has definite limitations in view of the present low level of wages and the relatively short age span within which they can be earned. Insurance against unemployment, against old age, against sickness are possible under our present system for only a small proportion of the most favored of the wage-earning groups. For them throughout the duration of their eligibility for benefits it means an assured income irrespective of need. There would still be a large number, however, to be



cared for by other means. For these the only provision seen by Miss Carroll was some form of relief. What we really want, she said, is adequate provision for all forms of human need administered in such a manner as to preserve human dignity in even the most abject cases.

Social legislation was discussed by Professor Joseph P. Chamberlain of Columbia University. He began by acknowledging that his generation was "coming in for very sharp criticism on the part of the younger people," and that the considerable advance made in the past 25 years had been obscured by the catastrophe which had overtaken our social order. The most striking present-day tendencies in social legislation, he said, have been the lead of the national government and the great increase in the powers vested in the administration. In the laws affecting social work the most striking occurrence has been the great extension of public relief. He pointed to the danger in the fact that the distributing agencies still remain, for the most part, the local governmental units which are also the weakest link in the chain of government and the most vulnerable to political pressure. He advocated the preservation of the state administrative system in social legislation while turning to federal standards to improve the laws which states will administer. Experienced social workers must take the lead not only in drafting and passing and amending laws but in keeping an eye on their administration.

#### SECTION MEETINGS—SATURDAY

In a stirring talk before a crowded meeting Mary van Kleeck made her final Conference appearance in connection with Saturday's topic, "Planning for Social Security through Social Control." Speaking of the common goals of labor and social work, she declared her faith that if they are valid and big enough to carry us out of our present deep distress they are the goals of humanity. The common stake of labor and social work is that of providing the economic base for the people's standard of living. She labeled as "a counsel of despair" the admission by relief administrators that we are to have a continuing group of unemployed, even though accompanied by unemployment insurance and sickness insurance; and the confidence that the costs can be taken care of by taxation she called another counsel of despair.

It is the present "economic oligarchy," not a future planned economy, which Miss van Kleeck characterizes as un-American. "The pioneers who came to America never intended to live on the work of others," she said. "They came to work themselves." Any system which makes possible large groups of people who can find no work, and then feeds them, and assesses the cost in the form of taxes on those who do work or own even small property, does violence to the American ideal.

"Must we therefore choose," she asked, "between patching up the present and chaos? That is not the choice. No nation has ever developed

by a complete break with its present development. The thing we have with which to build the new is the essence of American life—its skill of management.

"Social workers must use their brains as they never have in the past. They must keep in touch with the struggles of the workers. It is the working class which alone can transfer the principle of government and of industry from the principle of possession to the principle of creative work."

Adequate health service for all the people was the subject of a stimulating paper by John A. Kingsbury, Director of the Milbank Memorial Fund, in which he clarified some widespread misapprehensions about his position.

"The greatest and most urgent need to bring health and medical service to people and to assure reasonable incomes to practitioners and hospitals is a system of insurance or group budgeting against medical costs. Our conception of medical service calls for much larger volumes of medical service than either the rich or the poor ordinarily buy.

"The essence of our proposal is that the economic barrier between the individual who needs care and the practitioner who is prepared to give it, is removed. Our studies point to the self-evident conclusion that we must replace individual purchase by group purchases; replace variable and uncertain individual costs by fixed and certain group costs; and learn from the experience of health insurance in the U. S. A. and in nearly every large country. It is not socialization of medical practice but socialization of payment of medical costs. I prefer to call it mutualization of medical costs."

#### DIVISION I—Children

A fresh approach to the problems of older children and youth was made in the division meeting devoted to "Community Responsibility towards Youth of Today." Jacob Kepecs, Jewish Home Finding Society, Chicago, spoke of the possibilities in environmental changes and case work treatment for current ills. Youth after the war, and under the stimulus of plenty, he said, flamed into revolt; youth in the depression seems to be apathetic, but no one can say what the final effect will be. Case work treatment has made little impression on youth. For one thing, personnel has never been adequate. Secondly, there are influences beyond its control. No amount of case work, quantitative or qualitative, can overcome dismal poverty, wretched housing, or the example of adult behavior set for youth by leaders in the community. Mr. Kepecs recommended more liberal policies of intake and discharge on the part of children's agencies; more generous allowances to older children for clothing, etc.; recognition that industry does not need youth, and that there are better ways for a lad to spend his time than grubbing for a pittance; abandonment of the Horatio Alger idea of success.



"Youth is bound to shake off its apathy, which may be but glowing coal under gray ashes waiting for some one to fan it into flame," he said. "Some one will come along to fan it, and it is impossible to tell whether he will be a leader or a demagog. Upon that depends American civilization."

Lea D. Taylor, Chicago, President of the National Federation of Settlements, recounted vividly and sympathetically the needs of young people for community opportunities for education and recreation; needs accentuated by the fact that many of them have had no chance ever to have a job, that they have no money for recreation, that school services which might have guided and helped them have been curtailed, that their homes have become shabby and hopeless. She urged social workers to combine in making homes and communities a better physical environment and to keep their faith in youth.

Later meetings of the Children's Division were combined with other Divisions or consisted of group discussions on such subjects as the place of the children's institution, the foster parent, detention care, adoption, county programs of child welfare and relations of family and children's work.

#### DIVISION II—Delinquents and Correction

Delinquency in relation to leisure time was the subject to a joint meeting of Division II with the Girls Protective Council and the National Probation Association. Clifford R. Shaw, M. D., Institute for Juvenile Research, Chicago, presented an area project in community re-organization for the study and prevention of delinquency in that city. He approached his conclusions without any dogmatic assertions as to the causes or cures.

People come and go, racial make-up changes, boys and girls grow up and others take their places, yet delinquency remains an almost constant factor in certain geographical areas. This Dr. Shaw said was true not only of Chicago but of twenty other American cities, where the areas having the highest rates of delinquency are, for the most part, concentrated near the central business district and major industrial developments.

Four small areas in Chicago were selected for study and treatment, and the neighborhood was taken as the basic unit. In each the program consisted of (1) supervised leisure time activities for all of the children between 8 and 17, (2) coordination of the activities of various local institutions and agencies, and (3) organization of adult residents to stimulate their cooperation in the project, to crystallize neighborhood sentiment, and to help them deal with local problems.

Society is not really interested in preventing delinquency, charged James S. Plant, M. D., Director, Essex County Juvenile Clinic, Newark, N. J.

"We have known for some time that there is some relationship between poverty and delinquency," he declared, "yet society has supported a political and social structure which has meant that large groups must live either in poverty or in marginal economic states. We have known of the

relationship between delinquency and poor housing conditions, and broken homes, and school retardation, and intellectual retardation. Yet society as a whole has done little or nothing to change these factors. The intellectually retarded are marshaled proudly and expensively through our Binet classes, but we have nothing for them outside of this school program.

"The delinquent child is not simply an individual. The artifices and sham, the triumphs and tawdry cheapnesses of the community, all of these flow into the child and become a part of him. It is true that the critical matter in delinquency is the mental imagery just preceding the delinquent act, but this delinquent is the community. Delinquency is a dramatization of our social problems and difficulties. The real cure lies not in machinery or institutions, but in more understanding parents, teachers, recreation leaders, etc.; in our using the knowledge we get from delinquents to help those who naturally surround the child to a better comprehension of his needs and of how those needs can be met."

At a later meeting the prevention of delinquency was the specific subject, with Alida C. Bowler, Director of the Delinquency Unit of the U. S. Children's Bureau, telling of successful experiments in various parts of the country, and Thomas W. Hopkins, Assistant Superintendent of Schools, Jersey City, presenting a coordinated program for prevention. Miss Bowler spoke of visiting teachers, of big brother and big sister work, the Crime Prevention Bureau in New York, and the coordinating councils in Los Angeles. She pointed to a steady trend away from the self-sufficient agency operating independently, toward joint effort and a genuine attempt to draw together all the community's resources.

How the school system, through its bureau of special service, has developed such a coordinated program of delinquency prevention was reported by Mr. Hopkins. School staff, police, and recreation facilities enter into an all-around program.

The problem of employment in the penal and correctional institutions was the subject of a third meeting. Prisoners should work, declared Sanford Bates, Director of the Federal Bureau of Prisons, even if there is not enough work for people outside prison walls. Calvin Derrick, Superintendent of the New Jersey Home for Boys, advocated careful classification of inmates in any institutional employment program, using a clinic as an element in the classification committee in order to find the right job and the right hobby for each prisoner.

#### DIVISION III—Health

Three meetings of Division III were devoted respectively to community programs for medical care, industrial health, and a single specialized health problem.

"Medical service for the whole people, supplied not as a charity but on a basis of payment which is consistent with the self-respect of American

citizens and with a continued personal relationship with physicians," was urged by Michael M. Davis, Director of Medical Service, Julius Rosenwald Fund, Chicago. He expressed the belief that social workers are needed to make such service available because they are trained, better than any other group, to develop and maintain standards for determining the ability of people to pay for medical care. Social workers should uphold the principle that people ought to pay when they can, but that the proper judge of their ability to pay is not a person or a profession which has a financial interest in the amount of the payment. He called for the courage to recognize both the doctor's right to an income and the people's right to medical service.

Under the sober title, "Health and Economic Areas," a new technique for studying local health problems was presented by Howard Whipple Green, Secretary of the Cleveland Health Council. He called it "a statistical analysis by the use of census tracts and economic status, using a single community—a people affected by identical climatic conditions, served by uniform health services, exposed to similar opportunities; in contrast to the clinical type in which a few hundred persons, or a few thousand at most, are analyzed.

"The community is not an apple, uniform throughout," said Mr. Green, "but rather a bunch of grapes, each differing from the other, some small, some large, some sweet, some sour, some good, and some rotten throughout." These census tracts differ from each other in economic status as measured by such evidence as average monthly rentals, number of cars and of radios; in racial origins; and in rates of birth, death, and incidence of certain diseases.

Industrial health was discussed in another meeting of this division held jointly with Division V. I. M. Rubinow, secretary of B'Nai B'rith, Cincinnati, made a graphic presentation of health insurance. Beginning with the vicious circle, "Poverty causes ill health, ill health causes poverty," he showed how it could be broken by a comprehensive plan of health insurance. Mr. Rubinow expressed his regret that in current revivals of interest in the subject in America a part of the problem has sometimes been emphasized instead of the whole. However medical aid may be organized, it is only one of the questions faced by the worker when illness deprives the family of his pay envelope. The speaker urged action toward the essential goal without waiting for final agreement on related movements.

Discussion of the more limited subject of health hazards in industry, and especially that of silicosis, followed in an address by Fred M. Wilcox, General Secretary of the Wisconsin Conference of Social Work. He said the most pronounced health hazard known to industry is dust, and yet industrial compensation schedules omit it entirely. "If the monument and other industries can not afford to carry the compensation liability for silicosis," he declared, "then we had best get along without monuments."

Two papers on the prevention and control of syphilis among Negroes were presented at a joint session with the American Social Hygiene Association by Margaret Wells Wood, field representative of the association and by J. E. Perry, M. D., Wheatley Provident Hospital, Kansas City.

#### DIVISION IV—The Family

Family social workers held numerous small discussion groups but met for two stated sessions and heard four thoughtful addresses by leaders in the field. The case work responsibility of the unemployment relief agency was the timely subject treated by Gordon Hamilton, of the New York School of Social Work, and Clara Paul Paige, of the Cook County Bureau of Public Welfare, Chicago.

Miss Hamilton showed that certain case work features appear in relief administration today, as in the physical handling of clients, application process, establishment of eligibility, follow-up service, and the staff worker's attitude toward the behavior of clients. All good public welfare departments, she said, are trying to achieve sufficiently well trained staffs for these levels of case work which were generally achieved by private family societies in the ten years before the depression. Meanwhile the private agency will be more concerned with that phase of family life in which individual personality difficulties are involved. "The newer public agencies, like other social agencies, come not to swallow the community but to serve it, and to plan with it, and to assume leadership in certain phases of its undertakings."

How case work objectives can actually be achieved in volume was described by Mrs. Paige in practical detail. She advocated assignment of a small number of skilled workers to give special service to a limited number of families who reveal a desire for help in working out their personal relationships. She reminded her hearers that "we have a new clientele—one with very real powers of self-help," and showed the possibilities of specialized advice. Groups of the unemployed can be given an opportunity to discuss jointly their common problems, and may develop a procedure more effective than some old established methods.

Family social work in relation to family life was discussed in two complementary papers by Margaret E. Rich, Family Welfare Association of America, and Marjorie Boggs, Associated Charities, Cleveland. Recognizing the latent strengths in the family group, they illustrated by case stories the ability of family social work to "set free and enhance the powers of individuality."

#### DIVISION V—Industrial and Economic Problems

A live division and one full of controversial topics started off Monday morning under the topic "Work, Not Charity." Aubrey Williams told the story of the CWA, explained the difficulties in its way, and reported some of the valuable projects which had been begun, if not accomplished, during its short life. He was followed



by W. Frank Persons on the possibilities of selecting men and women for the job.

Enforcement of NRA codes was a second day's subject. Robert K. Ryland, State NRA Compliance Director for Missouri, told how the compliance division is organized to make codes effective. Federal standards need to be enacted into state recovery acts, to supplement and follow up the NRA, declared Tracy Copp, Federal Board for Vocational Education, as she showed that the state governments must carry the real responsibility while the federal government points the way.

That workers in the larger industrial cities have, on the whole profited by shorter hours and higher wages under the NRA was the gist of a paper prepared by the Reverend Francis J. Haas, Ph.D., Director of the National Catholic School of Social Service. Admitting that the reduction of unemployment by shorter hours has not been significant, he said that some handicaps caused by excessively low labor standards in competing communities had been moderated and that the industrial machine is being tamed and made manageable. He called the recovery program "an important contribution to industrial democracy."

Mary van Kleeck gave a drastically different interpretation of "The Effect of the NRA on Labor." Her thesis was that "the NRA is a stage in the struggle of private ownership to retain its domination, and it has sought to enlist the labor movement in defense of the status quo of economic privilege. The lead has been taken by governmental and industrial officials, because the fear that the rising tide of discontent brought about by the suffering of unemployment and lowered standards of living at the moment of the expanding productive capacity of this nation and the world has caused government and industry to make common cause against the forces which would otherwise make for change in both the economic and the political system.

"Within this setting the effect of the NRA upon the workers' struggle may be summed up in the statement that it has stimulated hopes and led to bitter disappointment and that through this process of disillusionment for the workers it is swinging the labor movement from its ancient moorings, from collective bargaining with its acceptance of the status quo, to a broad working-class movement with the single objective of protecting the common human rights and interests of all workers, industrial and agricultural, in conflict with the claims of property."

#### DIVISION VI—Neighborhood and Community Life

"What is really happening to local communities and how do we know?" was the question answered for rural communities by Walter A. Terpenning, Western State Teachers College, Kalamazoo, Michigan. He reported three important trends: an enlargement of the scale of rural community

life, as the country and small town or village as a new rural unit; an increase in inner complexity, and an increase in inter-relationships with cities. In urban communities a number of clearly marked developments were reviewed in a paper by R. Clyde White, Professor of Sociology, University of Indiana; the rise of councils of the unemployed, the definition of "natural" areas based upon census tracts, the housing movement, and realignments between public and private social work.

Group workers need more understanding of case work methods, of educational changes, and of developments in social philosophy. This was the theme of a meeting on training of group workers, addressed by Margaret Svendsen, Institute for Juvenile Research, Chicago; George W. Diemer, Kansas City Teachers College; Louis Wirth, Assistant Professor of Sociology, University of Chicago; and Noel P. Gist, University of Kansas.

"Either the personal or the group approach, if used exclusively, turns out to be sterile," declared Mr. Wirth. "The present crisis cannot be overcome by regarding contemporary social institutions as sacred and inviolable, nor by attempting to compensate for the faulty functioning of our conventional order by a few leisure-time activities designed to keep the individual out of mischief."

The challenge of the new leisure was defined for schools by George Melcher, Superintendent of Schools, Kansas City; for government by George A. Lundberg, Columbia University; for industry by Mollie Ray Carroll, University of Chicago Settlement; for social work by Esther M. Hawes, Y. W. C. A., Pittsburgh. We are no longer in a temporary emergency, said Miss Hawes, we are entering on a new era of more leisure and less money to spend for diversion. Social workers need to appreciate in a new way the place of education and recreation in the daily round of life.

#### DIVISION VII—Mental Hygiene

Typical of the mental hygiene interests of other specialized fields is the fact that all the meetings of Division VII were joint sessions with other Divisions: Immigrant, health, delinquents, or children. Frederic W. Schlutz, M.D., Professor of Pediatrics, University of Chicago, spoke on the physical growth and development of the child and its significance for mental attitude and behavior. Little is accurately known so far, he said, of the effect of physical handicap or disease upon a child's mental development. Studies which have been made indicate an important relation but more attention should be given to research in this field. He recommended that the physician, psychologist, psychiatrist, pediatrician, and social worker should all work together closely in the laboratory or clinic which deals with children. Lawson Lowrey, M.D., New York, contributed to the same meeting on "Dynamic Elements in Health", a paper on the mental development of the child.



A cold clear light was thrown on some possibly confused thinking when Karen Horney, M. D., Institute for Psychoanalysis, Chicago, pointed to "The Restricted Applications of Psychoanalysis to Social Work." The case worker is limited by time, even if she has the necessary skill, in any attempt to change a neurotic personality. Moreover, there are acute dangers in such attempts. With limited types of clients the case worker may, on the other hand, find hopeful possibilities through analytical interviews.

James S. Plant, M. D., Essex County Juvenile Clinic, Newark, N. J., spoke of the individual in a changing social order. The most practical approach, he said, is to "arm the child to maintain his position somewhat regardless of what turmoil goes on about him." It is the delinquent who dramatizes the impact of change upon the individual. The point of breakdown reveals the stresses operating on normal persons as well, and can guide the social worker in planning preventive measures.

The preventive function of a children's agency can be promoted by skill in intake, according to Bessie Trout, Children's Aid Society, New York, who cited instances and cases to reveal the application of mental hygiene methods at the first point of contact between the social agency and the child. That child placing is a factor in social security was emphasized by Hyman S. Lippman, M. D., Director of the Child Guidance Clinic, St. Paul. The child who feels rejected is rejected, and may become a menace to the security of the community. The supervised foster home may be the answer. It has been well demonstrated, he stated, that private child placement agencies well financed and with intake limited to an average case load of 25 or 30 are very successful with their placements.

#### DIVISION VIII—Organization of Social Forces

Reorganization of local social forces in the light of current change and future possibilities was the major topic of discussion. In spite of the huge burden of relief now being borne by public units there can be no thought of loading all social responsibilities upon the government, according to Rowland Haynes, Relief Administrator for Nebraska. Among other instances he cited the training in self-help and maintenance of morale which so far only the case-working agencies seem able to give to families of the unemployed. A forthright and pragmatic approach to the topic was that of Pierce Atwater, St. Paul Community Chest. Much that was unsound or impractical in social machinery before the depression is now being shown up, he declared, and the present stringency is making necessary changes which could well have taken place before. To suppose that the government can immediately take over additional responsibilities outside the relief field is to fly in the face of probabilities. The fact is that budgets of public social services outside of relief have been drastically cut and have thus forced an additional burden upon private philanthropy. In the future

a policy of "limited subsidy" and demonstration by private funds should be developed in order to lead the way to public financing of more adequate child care, recreation and similar services.

Basic research in planning social work programs was discussed by Ewan Clague, Philadelphia Community Council, and by Frederick F. Stephan, Pittsburgh Federation of Social Agencies. Both stressed the value of research which grows out of a definitely felt need for knowledge and grows into a practical program of action.

Social work leadership was the subject of a meeting held jointly with the National Committee on Volunteers in Social Work and addressed by Arch Mandel, Dayton Community Chest, and Izetta Jewel Miller, St. Louis. Mr. Mandel showed why the private social agencies, singly or through a federation, have supplied much of the lay and professional leadership. Now with the enlarged functions and importance of public departments the lack of local interest in work must be remedied. Those who already have the confidence of their communities, through private social agencies, should do all in their power to build up support and leadership of the highest possible quality for public social work.

#### DIVISION IX—Administration of Public Social Work

To such an extent had public social work become a prime consideration of the general and sectional meetings at the Conference, that the program of Division IX held jointly with the American Public Welfare Association, could present only a partial picture. In striking contrast to popular notions of the government as a free spender Frank Bane, American Public Welfare Association, told what was happening to departments other than unemployment relief. "Blind, hysterical, unplanned economy programs" in many communities have resulted in the breakdown of mothers' aid systems, the overcrowding of children's institutions, reduction of parole and probation staffs, overcrowding of hospitals for the mentally ill; and as to public health and education and libraries, they have only too often been labeled "frills" and cut off below the point of minimum efficiency.

A federal Department of Labor and Social Welfare was visualized by David Adie, New York State Commissioner of Social Welfare. He outlined its possibilities in setting standards and opening the way to more equitable systems of financing, and included in his ideal of federal action definite programs for social security.

In one discussion group Sophonisba P. Breckinridge, University of Chicago, led the argument for radically new public welfare laws, and Edith Abbott, Dean of the School of Social Service Administration, outlined the principles involved. In another Ellen C. Potter, M. D., New Jersey Department of Institutions and Agencies, summed up the need for well-trained personnel in public welfare service; and in a third A. Wayne McMil-

len, University of Chicago, took the floor in a consideration of public responsibility for transients.

Practical ways to build up understanding between the citizen and the public department of social welfare were suggested by Alice F. Live-right, Pennsylvania State Secretary of Welfare. Wilfred S. Reynolds, Illinois Emergency Relief Commission, presented the viewpoint of the emergency relief unit toward citizens' interests, and Carl H. Chatters, Municipal Finance Officers' Association, presented that of the taxpayer.

#### DIVISION X—The Immigrant

The fact that immigration has been reduced in recent years has by no means wiped clean the Conference slate of concern with special problems of immigrants, as the program of Division X clearly indicated. The emotional conflicts of the second generation formed the subject of one meeting. Evelyn Hersey, International Institute, Philadelphia, discussed them in terms of their social setting and Temple Burling, M. D., Chicago Institute for Juvenile Research, revealed the cultural conflicts within the individual.

A new policy toward immigrants, a policy not only more humane in itself but more elastic in its application, was set forth by Col. Daniel W. McCormack, U. S. Commissioner of Immigration and Naturalization. Amendments which are being sought, he said, involve no change in the principle of selected and restricted immigration but admit greater leeway in the preservation of family groups. John Farr Simmons, Visa Division, Department of State, described the role of the U. S. consuls in controlling the flow of immigration and handling difficulties nearer their sources abroad.

Problems of the immigrant before the courts cannot be isolated, according to Sarah B. Schaar, Jewish Social Service Bureau, Chicago, but are bound up with the problems of all persons whose equality before the law is threatened, whether because of poverty, color, or national origin.

International legal aid was described by David Wainhouse, International Migration Service, in an address that pictured a variety of social and legal entanglements across national borders. He told how the International Migration Service reaches across boundary lines and speaks a universal language to those in need of its legal and social services.

#### DIVISION XI—Professional Standards and Education

In its three sessions, all held jointly with the American Association of Social Workers, Division XI held to a consistently high level of interest. Both papers which divided the Pugsley Award, those by Mary van Kleeck and E. C. Lindeman, were delivered on its program.

Miss van Kleeck's address on "Our Illusions Regarding Government" was a ringing challenge to recognize the basic conflict between labor and

capital, and to recognize it in terms of the current administrative relief program. She spoke of it as "a three-cornered conflict in interest between those who own and control the economic system; the workers, who claim the right to a livelihood in an age of plentiful production; and the government, which has always most closely identified itself with property rights."

"It is highly important," she continued, "that social workers should regard themselves as primarily serving their clients and indeed sharing with them in the status of workers in American society. Let us define our goals, examine the foundations, and reach our own clear decisions whether capitalism, private ownership and profit-making are to be retained, or whether the resources of this country are to be utilized in a socialized planned economy for the raising of standards of living and the establishment of security of livelihood of the people."

Sophonisba P. Breckinridge, speaking on the promotion by social workers of state and national legislative programs, set forth the two obligations of the social worker, one preventive and the other therapeutic. Legislation, she said, is one of the devices by which both these processes are advanced.

Peter Kasius, St. Louis Provident Association, advocated a more realistic view of local public welfare programs and suggested that social workers might well cultivate in dealing with politicians the "non-moralistic, non-judgmental attitudes" which form the basis of relations with clients.

A session in which Division XII and the Social Work Publicity Council joined was devoted to interpreting the profession of social work to the public.

E. C. Lindeman, New York School of Social Work, dug down to bed rock in his answer to the question, "What are the basic unities in social work?" First he outlined diversities of attitude, of approach, of method; then he examined possible bases of unity. Case work, he found, can not become the unifying principle for social work; neither can the rehabilitation of maladjusted individuals. It is only in the realm of a more inclusive philosophy that social work builds upon its one foundation. "Social workers are not likely to find unity for themselves until they seek an even larger unity in the society as a whole," he said. "We find freedom for ourselves only when we help to set others free. This is no time to be content with a narrow professional concern. I believe that a variety of planned society is possible under American conditions which involves both collectivism and the democratic principle, and that social workers will perform a finer task when the human values they have so long professed become realistically embodied in our social aims."

Kenneth L. M. Pray, Philadelphia School of Social and Health Work, outlined the distinguishing characteristics of the competent professional social worker upon which the public may safely rely, winding up with the specification that he be

"as alert and determined in the treatment of the cause as in the treatment of the consequence."

Problems of professional organization engaged a third meeting. Martha Chickering, University of California, described the state system of registering and certifying social workers as one method of giving them official recognition and status. David Holbrook, National Social Work Council, explained his conclusion that codes for social workers do not fit logically into the philosophy of social work; that compulsory codes strike a false note and voluntary codes are slightly off key. Joseph H. Levy, Jewish Home Finding Society, Chicago, gave an up-to-the-minute report of some new forms of organization among social workers. He described practitioner groups, discussion groups, and the more aggressive protective organizations based definitely on recognition of the status of social workers as employees.

#### **DIVISION XII—Educational Publicity**

Two discussion meetings under the leadership of E. C. Lindeman provided a vivid demonstration of the power of "the living word" to inform and direct thinking about social work. They demonstrated also the fact that while it may be possible to start with two subjects like "What testimony does social work have to give concerning the economic crisis?" and "What appeal should private agencies make on behalf of their continued support?" it is far from easy to limit discussion to an announced subject, and that the conclusions finally reached by more freedom of expression may be equally valuable.

#### **COMMITTEE ON THE AMERICAN INDIAN**

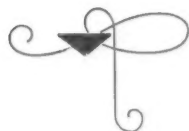
A compact and definite program arranged under the chairmanship of Mary Louise Mark, Ohio

State University, was carried through in spite of her absence because of illness. Lawrence Lindley, Indian Rights Association, Philadelphia, acted as chairman. The economic rehabilitation of the Indians was presented for discussion chiefly in terms of the proposed Wheeler-Howard bill, which was ably expounded by Ward Shepard, U. S. Indian Office, and Allan Harper, American Indian Defense Association.

The struggle for the new Indian policy as expressed in this bill is not so much against selfish interests as against the weight of the old lifeless formulas that governed former policies, Mr. Shepard said. The bill recognizes what is good in Indian culture, and seeks to preserve and build on it as something worth preserving. It recognizes that the immediate economic chance of the Indian is on the soil and proposes to put the Indian lands into a type of ownership best suited to Indian use. The attempt to make "an imitation white man" out of an Indian was deplored by all the speakers.

Limiting themselves to the Navajos in another meeting, two speakers considered a plan of social economy for this tribe. Walter E. Woelke, field representative of the Commissioner of Indian Affairs, described as a project already under way a "Navajo national plan" accomplished in part with PWA funds, to control soil erosion and reduce the grazing herds, develop auxiliary crafts, build roads, et cetera, with a view to economic rehabilitation of a tribe in need of guidance.

W. Carson Ryan, Jr., Director of Education, U. S. Indian Service, told of the implications of the Navajo program for health, education, and cultural development in line with the best of the Indian heritage.





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